MATERIALS FROM WORKSHOP BY FLORIDA SENATE COMMITTE ON FINANCE AND TAXATION

Application of Tourist Taxes to the On-line Sale of Hotel Rooms

The sale of discounted hotel rooms over the Internet by such organizations as Priceline.com and Expedia.com has sky rocketed over the past several years. These on-line remarketers contract with hotels to pay discounted rates for hotel rooms that are then sold over the Internet to the remarketers' customers at higher prices. Under current practices, state and local sales tax and local tourist taxes are collected and remitted by the hotels on the rates paid by the on-line remarketer to the hotels on the discounted room rate and not on the higher amounts actually paid by the customer. As a result, state and local governments are losing both sales tax and tourist tax revenues on the markup.

There are four local option taxes which impose additional levies only on transient rentals (hotel room rentals and any rental of living quarters for a time period of 6 months or less). These taxes are:

- Tourist Development Tax imposes a tax on transient rentals at a maximum rate of 5 percent. All counties are eligible to impose the tourist development tax. As of January 1, 2004, 53 counties levied tourist development taxes.
- Tourist Impact Tax a 1 percent tax restricted to areas of critical state concern. Only Monroe County imposes the tourist impact tax.²
- Convention Development Tax imposes a tax on transient rentals at the maximum rate
 of 3 percent. The convention development tax is limited to Miami-Dade County, Duval
 County and Volusia County.³
- Municipal Resort Tax authorized and levied in just three cities, Miami Beach, Bal Harbour, and Surfside, at the maximum rate of 4 percent on transient rentals.⁴ No other tourist development taxes may be imposed in municipalities levying the municipal resort tax.

In addition, transient rentals are subject to the state sales and use tax and all other local option surtaxes.⁵

Total tourist tax revenue collections in fiscal year 2001-02 were \$342.0 million.⁶

¹ Section 125.0104, F.S.

² Section 125.0108, F.S.

³ Section 212.0305, F.S.

⁴ Chapters 67-930, 82-142, 83.363, 93.286 and 93.233, L.O.F.

⁵ Sections 212.03, 212.054 and 212.055, F.S.

⁶ Source: DOR, Office of Research and Analysis

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HOTEL RESELLER PROPOSAL CONCEPT SUMMARY

Purpose of the Proposed Legislation

The purpose of the legislation is to clarify the appropriate tax treatment of transactions in which one party (referred to herein as the "reseller") pays a hotel a discounted price for a room that the reseller markets to a consumer (guest) at a marked up price.

Goals

The legislation should accomplish the following goals:

- Level the competitive playing field
- Protect those who agree to prospective compliance against exposure for past liability
- Minimize the administrative burden for existing and newly registered taxpayers
- Preserve the existing treatment of vacation packages while preventing its use to avoid liability inappropriately

Tax Base

The tax base is the total consideration paid for the room by the guest to the reseller, including any administrative fee or other fee that must be paid as a condition of use of the room. This amount is referred to as the "total rate."

Single Registration

Resellers would be required to file a single registration application with the Department of Revenue. Separate registrations for each county or for each hotel location would not be required.

Consolidated Reporting and Payment

Reporting and payment would be on a consolidated basis to the Department of Revenue. The reporting would contain information to permit the Department of Revenue to distribute local tourist taxes to the proper jurisdictions.

Audit Authority

Audit authority would be based on the communications services tax model. Resellers would be subject to audit by local governments that self administer tourist taxes only if the reseller's Florida activity was limited to a single county. In all other cases, audit authority would rest with the Department of Revenue. Local governments would be authorized to submit requests to the Department to investigate a company when warranted by specific information or evidence.

Remittance Options

The legislation would provide that a reseller must select and consistently use one of the following methods for remitting the tax.

• Under a dual remittance system, the reseller would collect tax from the guest on the total rate, remit tax to the hotel on the discounted rate the hotel charges the reseller for the room, and remit tax on the markup (the total rate paid by the guest minus the discounted rate paid by the reseller to the hotel) to the Department of Revenue. The hotel would remit the tax on the discounted room rate to the Department of Revenue.

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• Under a "hotel-only" single remittance system, the reseller would disclose the total rate to the hotel and remit tax on the total rate to the hotel. The hotel would be held harmless except for its obligation to report and remit the total tax collected.

Timing of Remittances

- Under a dual remittance system, the hotel would remit tax by the 20th day of the month following the reseller's payment of the discounted rate to the hotel. The reseller would remit tax on the markup by the 20th day of the month following payment to the reseller by the guest of the total rate.
- Under a hotel-only single remittance system, the hotel would remit tax by the 20th day of the month following the reseller's payment to the hotel of the discount rate plus tax on the total rate.

Vacation Packages

The existing treatment for vacation packages would be retained. The vacation package provision in section 212.04, F.S., would be amended to clarify that to qualify as a "travel agent" entitled to take advantage of the provision, a person would have to be a "seller of travel" as described in section 559.927, F.S., and would have to be registered with the Department of Agriculture and Consumer Services as provided in Chapter 559 or be able to document an exemption from the registration requirements.

Documentation Requirements

- Under a dual remittance system, the reseller must have a certificate of registration from the Department of Revenue.
- A seller of vacation packages would be required to have its registration certificate or
 proof of exemption from registration with the Department of Agriculture and Consumer
 Services under Chapter 559. For audit purposes, a seller of vacation packages would also
 need to maintain records documenting the prices paid for package components, the taxes
 paid to the sellers of those components, and the sale of packages that included those
 components without stating a separate price for them.
- If a reseller does not hold a certificate to establish status as either a registered dealer with the Department of Revenue or a seller of travel, the single-remittance system would apply. The reseller would be required to report total room rates and remit tax on the total room rentals to the hotel, which would be required to maintain those records to verify that that the hotel did report and remit all taxes in accordance with the reseller's representations to the hotel. If a reseller that has a contractual arrangement with a hotel failed to meet its disclosure and remittance obligations under the single-remittance system, the hotel would be required to collect and remit tax on the lesser of 135% of the discounted room rate or the discounted room rate plus the maximum percentage markup permitted under the contract, if any.

Collection Allowance

Alternative 1: Businesses collecting and remitting taxes under the proposal would receive the standard collection allowance permitted to dealers.

Alternative 2: Businesses collecting and remitting taxes under the proposal would receive a collection allowance of __% of the tax reported and remitted rather than the standard collection allowance.

Alternative 3: For a period of one year after the effective date of the act, businesses collecting and remitting taxes under the proposal would receive a collection allowance of ___% of the tax reported and remitted to compensate for the expenses of converting existing procedures and systems. Beginning one year after the effective date of the bill, the collection allowance would revert to the standard allowance.

Remedial Clarification

The bill would provide that it is remedial and clarifies existing law.

Amnesty

The bill would provide that any reseller that registers and agrees to prospective compliance by a specified date would be held harmless for any past liability for tax on the markup over the rental paid to the hotel. Any tax already collected would have to be remitted. No refunds would be made of taxes that have already been remitted.

Summary of Proposed Legislation

The purpose of the proposed legislation is to clarify the appropriate tax treatment of transactions in which an on-line remarketer of hotel rooms pays a hotel a discounted rate for a room that the remarketer then sells to a customer at a marked-up price.

	Current Application	Proposed Application
Example of Tourist	Discount rate: \$100	Discount rate: \$100
Taxes Paid at 13%	Markup:50	Markup:
Tax Rate ¹	Total rate: \$150	Total rate: \$150
	Tax remitted on discount	Tax remitted on total
	rate to hotel/DOR \$13	rate to DOR \$19.50
Tax Base	Remarketer pays tax on the	Remarketer pays tax on the total rent ³
	discounted rate ² of the hotel room	paid by the customer to the remarketer
		for the hotel room
Remittance of Tax	Hotel remits state tax to DOR paid	1. <u>Dual Remittance</u> : Remarketer
	by the remarketer to the hotel on the	collects tax from the customer on the
	discounted rate of the hotel room.	total rate, remits tax to DOR on the
		markup ⁴ & remits the discount rate
	Hotel remits local tourist taxes either	plus tax to the hotel; hotel remits tax
	to DOR or county, depending on	on the discounted rate to DOR; or
	whether county self-administers	2. Hotel-only Remittance: Remarketer
		would disclose the total rate to the
		hotel and remit tax on the total rate to
		the hotel with payment of the
		discounted rate ⁵ ; hotel remits tax on
		the total rate to DOR and self-
		administering counties
Registration	N/A	1. <u>Duel Remittance</u> : Yes, either as sales
Required		tax dealer or seller of vacation
rtoquirou		packages ⁶
		2. Hotel-only Remittance: No
Single Registration	N/A	Yes. Separate registration for each
		county or for each hotel not required
Reporting and	N/A	Consolidated return. Reporting would
Payment		contain information to permit DOR to
		distribute local tourist taxes to proper
		jurisdictions
Audit Authority	N/A	Remarketers subject to audit by local
		governments that self administer tourist
		taxes only if remarketers Florida activity
		was limited to single county, otherwise,
		audit authority rests with DOR ⁷
Amnesty	N/A	Remarketer that registers with DOR to
		pay taxes by 7/1/04 and agrees to
		prospective compliance will be held
		harmless for any past liability for tax on
		the markup over the rental paid to the
	1	hotel ⁸

² "Discounted rate" means the rate the hotel charges the remarketer for the room.

4 "Markup" means the difference between the total rent and the discounted rate.

specific information or evidence.

Rentals subject to amnesty must have been made before 7/1/04 and remarketers must apply for amnesty by 10/1/04.

¹ Transient rental tax rate of 13 percent for Miami-Dade County includes: 3% Convention Development Tax; 3% Tourist Development Tax; 0.5% Charter County Transit System Surtax; 0.5% County Public Hospital Surtax; and the state 6% sales and use tax. Total transient rental taxes in the City of Miami Beach equal 14%, which include a 4% Tourist Development Tax.

³ "Total rent" includes the total consideration a customer must pay in order to use or occupy a transient accommodation, including service charges or fees that are a condition of occupancy.

⁵ If remarketer does not disclose the total rate received from the customer, the remarketer must remit to the hotel taxes on 135% of the discount rate or, if a written contract establishes a lesser maximum amount, the remarketer must collect tax from the customer on the contract maximum amount.

⁶ Pursuant to s. 212.04(1)(d), F.S., to qualify as a "travel agent" entitled to take advantage of this provision, a person would have to be a "seller of travel" as described in s. 559.927, F.S., and be registered with the Department of Agriculture & Consumer Services or be able to document an exemption from the registration requirements.

Local governments would be authorized to submit requests to DOR to investigate a company when warranted by

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CHAMBER ACTION Senate

House

Senate Amendment (with title amendment)

On page 12, between lines 27 and 28,

16 insert:

Section 10. Effective July 1, 2004, subsections (8), (9), (10), (11), (12), and (13) are added to section 212.03, Florida Statutes, to read:

212.03 Transient rentals tax; rate, procedure, enforcement, exemptions.--

(8) For purposes of this section and ss. 125.0104, 125.0108, and 212.0305, the term "engaging in the business of renting, leasing, letting, or granting a license to use transient rental accommodations" includes any activity in which a person offers information about the availability of accommodations to a customer, arranges for the customer's occupancy of the accommodations, or establishes the total rental price the customer pays for the accommodations, and collects the rental payments from the customer. A person engaged in the activities described in this subsection is

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referred to in this section as a "remarketer".

(9) The terms "total rent" as used in this section, "total consideration" as used in ss. 125.0104 and 125.0108, and "consideration" as used in s. 212.0305 have the same meaning. The terms include the total consideration a customer must pay in order to use or occupy a transient accommodation, including service charges or fees that are a condition of occupancy, except for mandatory fees imposed for the availability of communications services. Charges or fees paid by a customer to the person collecting the rent or consideration as a condition of occupancy are included in the taxable rent or consideration even if the charges or fees are separately itemized on the customer's bill or are for items or services provided by a third party. Charges for items or services provided to occupants of transient accommodations which are not intrinsic to occupancy of the accommodation, which are provided only upon the election of the occupant, and which are separately itemized are not included in the taxable rent or consideration.

- (10) The term "discount rate" as used in this section means the rate the registered owner or operator of the accommodation charges the remarketer for the room.
- (11) The term "markup" as used in this section means the difference between the total rent and the discounted rate.
- (12) (a) Remarketers shall collect taxes on the total rent collected from their customers. A remarketer may elect to remit the taxes as provided in paragraph (b) or in paragraph (c). A remarketer must remit all taxes collected under this section in the same manner.
- (b) 1. A remarketer may elect to remit under a dual-remittance system. The remarketer electing this method

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must register with the department as a dealer for purposes of this chapter. The remarketer must remit to the owner or operator of any transient rental accommodations occupied by a customer of the remarketer the taxes due under chapter 125 and under this chapter on the discount rate at the time of payment of that rate to the owner or operator. The owner or operator shall report and remit the total taxes received from the remarketer with the next return due after the month in which the owner or operator receives payment from the remarketer. The remarketer must report and remit to the department the taxes due under chapter 125 and under this chapter on the markup. The taxes must be reported on and remitted with the first return due from the remarketer after the month in which the customer pays the rental to the remarketer.

- 2. The remarketer must provide a copy of its dealer registration certificate to the owner or operator of any transient rental accommodations with which the remarketer has entered a contractual remarketing arrangement to evidence its election to remit taxes directly to the department on the markup. If a remarketer that has a contractual remarketing arrangement with the owner or operator does not provide the certificate, the owner or operator shall collect and remit taxes under the single-remittance system described in paragraph (c), unless the remarketer provides the documentation described in paragraph (d) concerning use of transient accommodations as components of vacation packages.
- (c) A remarketer may elect to remit under a single-remittance system. The remarketer electing this method must disclose to the owner or operator of the transient rental accommodations the total rental paid by the remarketer's customer and remit the taxes on the total rental to the owner

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or operator with the payment of the discount rate. If the remarketer does not disclose the total rental received from the customer, the remarketer shall remit to the owner or operator taxes on 135 percent of the discount rate or, if a written contract between the remarketer and the owner or operator establishes a lesser maximum amount, the remarketer may charge as total rental to the customer tax on the maximum amount. The owner or operator shall report and remit the total taxes received from the remarketer with the next return due after the month in which the owner or operator receives the payment. The owner or operator is not liable for any tax, penalty, or interest due if the remarketer fails to accurately report and remit the taxes imposed by this section or by ss. 125.0104, 125.0108, and 212.0305. The owner or operator must maintain in its records the information provided by the remarketer for the period of time for which the return in which that information is reflected is subject to audit by the department. (d) If a remarketer is a travel agent within the

- meaning of s. 212.04(1)(d), the remarketer may treat transient accommodations as component parts of vacation packages when the requirements of that provision are met. A remarketer that operates under a single-remittance system may furnish a copy of the remarketer's certificate of registration as a seller of travel or letter of exemption from registration as a seller of travel to the owner or operator of accommodations that are incorporated as component parts of vacation packages to establish that the accommodations are not subject to the disclosure and tax collection requirements of paragraph (c).
- (e) The owner or operator of transient accommodations
 has no obligation to inquire whether a person that rents

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transient accommodations is acting as a remarketer in regard to those accommodations. The obligations imposed on an owner or operator by this subsection arise only if there is a contractual remarketing arrangement between the owner or operator and the person that rents transient accommodation from the owner or operator.

(13) (a) 1. The department shall administer, collect,

and enforce all taxes remitted by remarketers on the markup under a dual-remittance system, including interest and penalties attributable thereto, regardless of whether the taxes are imposed under this chapter or chapter 125.

Notwithstanding any election made by a county to self-administer local taxes under chapter 125 or s. 212.0305, each remarketer obligated to collect and remit one or more local taxes on transient accommodations imposed under chapter 125 or s. 212.0305 under a dual remittance system shall separately report and identify each tax to the department, by jurisdiction, on a form prescribed by the department, and shall pay the taxes to the department. A remarketer may include in a single payment to the department the total amount of all state and local taxes on the markup on transient rentals imposed under this chapter and chapter 125.

2. The department shall keep records showing the amount of taxes collected, which records shall also include records disclosing the amount of taxes collected for each county in which the tax authorized by this section is applicable. These records shall be open for inspection during the regular office hours of the department, subject to s.

213.053. Proceeds received by the department from the taxes, less costs of administration of this section, shall be paid and returned monthly to the county that imposed the tax, for

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use by the county according to the section under which the tax was imposed. The proceeds shall be paid to the county in the month after which they are received by the department in the same manner as other taxes imposed under chapter 125 which are administered by the department. For purposes of this section, the proceeds of any tax levied by a county under chapter 125 or s. 212.0305 are all funds collected and received by the department under a specific levy authorized by this chapter or section, including any interest and penalties attributable to the tax levy.

- (b) Audits performed by the department shall include a determination of whether the rates collected for applicable local tourist development taxes, tourist impact taxes, and convention development taxes are correct. A person or entity designated by a county to receive information from the department under s. 213.0535 may provide evidence to the department demonstrating a specific person's failure to fully or correctly report taxable remarketing activities within the jurisdiction, including evidence discovered in a county's audit of a transient rental owner or operator under chapter 125 or s. 212.0305. The department may request additional information from the designee to assist in any review. The department shall inform the designee of what action, if any, the department intends to take regarding the person.
- (c) Notwithstanding paragraph (a), if a remarketer engages in remarketing activities solely in regard to transient accommodations located within a single county in the state and that county self-administers tourist development or tourist impact taxes imposed under chapter 125 or convention development taxes imposed under s. 212.0305, that county may perform an audit of the remarketer with respect to the

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remarketing activity, unless the department is conducting an audit of the remarketer's compliance with this chapter for the same period.

- 1. Prior to the exercise of this authority, and for purposes of determining whether a remarketer operates solely within one county, a county may presume the localized operation if the remarketer reports remarketing activity in a single county. Upon notice by the county to the department of an intent to audit a dealer, the department shall notify the county within 60 days if the department has issued a notice of intent to audit the remarketer, or it shall notify the remarketer of the county's request to audit.
- 2. The remarketer may, within 30 days, rebut the single-county-operation presumption by providing evidence to the department that it engages in remarketing activity in more than one county in the state.
- 3. If, during the course of an audit conducted under this paragraph, a county determines that a remarketer was engaged in remarketing activity in regard to transient accommodations located in any other county in the state during the period under audit, the county shall terminate the audit and notify the department of its findings.
- 4. Counties conducting audits are bound by department rules and technical assistance advisements issued during the course of an audit conducted under this paragraph. Counties conducting audits under this paragraph, or taxpayers being audited under this paragraph, may request the department to issue a technical assistance advisement under s. 213.22 regarding a pending audit issue. If the department is requested to issue a technical assistance advisement, it shall notify the affected county or taxpayer of the technical

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5. The review, protest, and collection of amounts due under chapter 125 or s. 212.0305 as the result of an audit performed by a county are the responsibility of the county.

- 6. The fee or any portion of a fee for audits conducted on behalf of a county under this paragraph may not be based upon the amount assessed or collected as a result of the audit, and a determination based upon an audit conducted in violation of this prohibition is valid.
- 7. All audits performed under this paragraph shall be conducted according to the standards adopted by the American Institute of Certified Public Accountants, the Institute of Internal Auditors, or the Comptroller General of the United States insofar as those standards are not inconsistent with rules of the department.
- 8. The department may adopt rules for the notification and determination processes established in this paragraph and for the information to be provided by a county conducting an audit.
- Section 11. <u>Subsections (8) and (9) of section 212.03,</u>

 Florida Statutes, as created by this act, are intended to clarify existing law.
- Section 12. Amnesty for registration and remittance of tax.--
- (1) The state shall provide an amnesty for unpaid taxes, penalties, and interest imposed under chapter 125 or chapter 212, Florida Statutes, on transient rentals if all of the following requirements are satisfied:
- (a) The rentals subject to amnesty were made before July 1, 2004;
 - (b) The rental payments were collected by remarketers

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who are not owners, operators, or managers of the transient rental accommodations or their agents;

- (c) The remarketer who collected the rental payments registers with the Department of Revenue to pay taxes on transient rentals on or before July 1, 2004; and
- (d) The remarketer who collected the rental payments applies for amnesty within 3 months after July 1, 2004, under rules of the Department of Revenue.
- (2) The amnesty is not available for taxes, penalties, or interest that have been assessed if the assessment is final and has not been timely challenged, or for any taxes, penalties, or interest that have been paid to the department unless the payment is the subject of an assessment that is not final or that has been timely challenged.
- (3) The amnesty is not available for a tax billed to, or collected from, the consumer who pays for occupancy of the transient rental accommodation. The amnesty applies, however, to the amounts to the extent that the remarketer who collected the rental payments can document that the taxes were remitted to the owner or operator of the transient rental accommodation.
- Revenue may adopt emergency rules under sections 120.536(1) and 120.54(4), Florida Statutes, to implement the amnesty. The rules may provide forms and procedures for applying for amnesty, for reporting the rentals for which amnesty is sought, and for ensuring the applicant's ongoing commitment to registration, collection, and remittance of the taxes imposed by state law on transient rentals. Notwithstanding any other law to the contrary, the emergency rules shall remain effective until 6 months after the date of adoption of the

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rule or the date of final resolution of all amnesty
applications filed under this section, whichever occurs later.

(5) This section shall take effect July 1, 2004.

Section 13. Effective July 1, 2004, paragraph (d) of subsection (1) of section 212.04, Florida Statutes, is amended to read:

212.04 Admissions tax; rate, procedure, enforcement.-(1)

(d) No additional tax is due on components incorporated as part of a package sold by a travel agent if the package includes two or more components such as admissions, transient rentals, transportation, or meals; if all of the components were purchased by the travel agent from other parties and any sales tax due on such purchases was paid; and if there is no separate itemization of the admission, transient rental, transportation, meal, or other components in the sales price of the package. This paragraph does not apply if the actual price charged for a component by the dealer to a travel agent is less than the price charged to unrelated parties under normal industry practices and the dealer and the travel agent are members of the same controlled group of corporations for federal income tax purposes. For purposes of this paragraph, the term "travel agent" means a seller of travel as defined in s. 559.927 which has registered with the Department of Agriculture and Consumer Services as required by s. 559.928 or obtained a letter of exemption from registration from the Department of Agriculture and Consumer Services under s. 559.935.

Section 14. Paragraph (a) of subsection (3) of section 212.18, Florida Statutes, is amended to read:

212.18 Administration of law; registration of dealers;

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(3) (a) Every person desiring to engage in or conduct business in this state as a dealer, as defined in this chapter, or to lease, rent, or let or grant licenses in living quarters or sleeping or housekeeping accommodations in hotels, apartment houses, roominghouses, or tourist or trailer camps that are subject to tax under s. 212.03, or to lease, rent, or let or grant licenses in real property, as defined in this chapter, and every person who sells or receives anything of value by way of admissions, must file with the department an application for a certificate of registration for each place of business, showing the names of the persons who have interests in the such business and their residences, the address of the business, and such other data as the department may reasonably require. However, owners and operators of vending machines or newspaper rack machines are required to obtain only one certificate of registration for each county in which the such machines are located. Persons engaged in arranging transient accommodations as remarketers described in s. 212.03(8) who elect to remit taxes to the department under a dual-remittance system described in s. 212.03(10) are required to obtain only one certificate of registration in regard to their remarketing activities in this state. The department, by rule, may authorize a dealer that uses independent sellers to sell its merchandise to remit tax on the retail sales price charged to the ultimate consumer in lieu of having the independent seller register as a dealer and remit the tax. The department may appoint the county tax collector as the department's agent to accept applications for registrations. The application must be made to the department before the person, firm, copartnership, or corporation may

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engage in the such business, and it must be accompanied by a registration fee of \$5. However, a registration fee is not required to accompany an application to engage in or conduct business to make mail order sales. The department may waive the registration fee for applications submitted through the department's Internet registration process.

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(Redesignate subsequent sections.)

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======== T I T L E A M E N D M E N T =========

12 And the title is amended as follows:

On page 2, line 2, after the semicolon,

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insert:

amending s. 212.03, F.S.; clarifying the meaning of the term "engaging in the business of renting, leasing, letting, or granting a license to use transient rental accommodations" for taxation purposes to include certain remarketing activities; expanding the definition of the term "taxable rent or consideration" to include charges or fees paid by a customer to a person collecting the rent or consideration as a condition of occupancy of a transient rental; requiring persons engaged in certain remarketing activities regarding transient rental accommodations to collect taxes on total rentals, providing alternate methods for remitting the taxes to the Department of Revenue; providing for

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incorporating transient rentals into vacation packages; providing for administration by the department of taxes remitted by remarketers; providing for a local audit under certain circumstances; providing that specified subsections are intended to clarify existing law; providing intent; providing an amnesty for unpaid taxes, penalties, and interest on transient rentals under certain circumstances; providing for the adoption of emergency rules to implement the amnesty; amending s. 212.04, F.S.; requiring travel agents to be registered as a seller of travel; providing for recordkeeping; amending s. 212.18, F.S.; requiring only a single registration for transient rental remarketers;